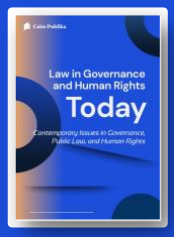
Cipta Aksara Literasi Media

Law in Governance and Human Rights Today

Vol. 1 No. 1 (2027)
pp. 1-11
ISSN: in process



MANUSCRIPT IN REVIEW – not yet published, not indexed, subject to change.

RESEARCH ARTICLE

Vague Norms, Scattered Services: Protecting Children from Economic and Labour Exploitation under Jakarta's Provincial Regulation No 8 of 2011

Dian Sulistiorini Hanudin[1], Anom Wahyu Asmorojati[1]*

[1] Faculty of Law, Universitas Ahmad Dahlan, Yogyakarta, Indonesia

ARTICLE HISTORY

Status: Manuscript in review

© The Author(s). Manuscript under review at Cipta Aksara Literasi Media; not yet published.

ABSTRACT

Children in Jakarta still work as street performers, sellers, domestic helpers and in other informal jobs, and some are exploited by employers or by their own families. The province's main instrument for protecting them is Provincial Regulation No 8 of 2011 on the Protection of Women and Children from Violence, which names economic exploitation as a form of violence but contains no separate provisions on it. This article asks how the regulation is implemented to protect children from economic and labour exploitation, and what obstacles and responses have emerged. It uses empirical legal research that combines analysis of the national and regional norms with interviews, conducted between May and July 2026, with a section head of the provincial child protection office (PPAPP), an expert at its technical service unit for women and children (UPT PPA), a commissioner of the Indonesian Child Protection Commission (KPAI) and a police officer of the Jakarta Metropolitan Police. The analysis draws on the best interests of the child, public policy theory and Soerjono Soekanto's five factors of legal effectiveness. The article finds that prevention, complaint handling, legal and psychological help, health care and shelter exist and are used. It also finds that the regulation is vague about what counts as economic exploitation, gives the province no tool of its own for supervising employers or imposing administrative sanctions, and leaves coordination between agencies partly informal. Informal work, unreported cases and family pressure remain the hardest problems. The evidence comes from four institutions and does not include children, families, employers or the labour inspectorate, so the findings are indicative only. The article recommends a clearer definition of exploitation, preventive supervision and administrative sanctions in the revised regulation, written coordination arrangements and wider community involvement.

Keywords: child protection; economic exploitation; child labour; regional regulation; Jakarta

MANUSCRIPT IN REVIEW

MANUSCRIPT IN REVIEW
This manuscript is under review. It is not yet published or indexed, it may change before publication, and it should not be cited.

1. Introduction

The 1945 Constitution gives every child the right to survive, grow and develop and to be protected from violence and discrimination (Article 28B(2)). Indonesia has ratified the Convention on the Rights of the Child, whose Article 32 recognises the child's right to be protected from economic exploitation and from work that is hazardous, interferes with education or harms the child's health or development.[1] National law turns these commitments into rules. Law No 35 of 2014 on Child Protection forbids anyone to place, allow, carry out, order or take part in the economic or sexual exploitation of a child (Article 76I) and punishes it with up to ten years' imprisonment and/or a fine of up to Rp200 million (Article 88). Law No 13 of 2003 on Manpower forbids employers to employ children, with narrow exceptions (Articles 68 to 75).

The rules have not removed the practice. The source article cites Statistics Indonesia (BPS) figures showing that working children aged 5 to 17 rose from 1,007,093 (1.72 per cent) in 2023 to 1,274,071 (2.17 per cent) in 2024. For Jakarta the share was 0.72 per cent in 2019, 0.61 per cent in 2020 and 0.49 per cent in 2021, a falling but not vanishing figure. The Indonesian Child Protection Commission (KPAI) recorded an increase in cases of child exploitation and trafficking from 149 in 2020 to 234 in 2021, and the Ministry of Social Affairs is cited as estimating about 6,500 street children in Jakarta.[2]

At the provincial level the main instrument is Jakarta Provincial Regulation No 8 of 2011 on the Protection of Women and Children from Violence. It covers victims' rights, prevention, services, institutions, cooperation and supervision, and it counts economic exploitation among the forms of violence against children. It does not have a chapter on economic or labour exploitation, and the provincial government and the provincial legislature have been revising it since the end of 2025, partly by splitting it into two separate regulations, one of them on child-friendly cities.[3] The question for this article is how far the existing regulation protects children from economic and labour exploitation in practice, and what stands in the way. Earlier studies have looked at street children in Bandung, children begging in Jakarta, child workers in Cibaduyut and the enforcement of Law No 35 of 2014 against exploitation in several cities, but, according to the source, none examines the implementation of this regulation.[4]

[1]Presidential Decree No 36 of 1990 on the Ratification of the Convention on the Rights of the Child.

[2]The BPS figures are from *Indikator Pekerjaan Layak di Indonesia 2024* and *Pekerja Anak di Indonesia 2022*, as cited in the thesis. The KPAI figures and the street-children estimate come from secondary articles cited there: Windi Juwita Sari, 'Bahaya Eksploitasi terhadap Masa Depan Anak' (2024) 2(4) *Guruku* 121; Andreas Nainggolan and Rahmayanti Rahmayanti, 'Implementasi Undang-Undang Perlindungan Anak dalam Penanganan Eksploitasi terhadap Anak Jalanan' (2025) 4(2) *Jurnal Riset Rumpun Ilmu Sosial, Politik dan Humaniora* 709. The article has not checked them against the original statistics.

[3]Information given by interviewees and the thesis; the draft regulations were not available to the author of the source.

[4]Nurdianti I, 'Perlindungan Hukum Terhadap Anak Jalanan Korban Eksploitasi Ekonomi di Kota Bandung' (2024) 7 *Pemuliaan* 48; Cang Y and others, 'Penegakkan Hukum tentang Eksploitasi Anak Menjadi Pengemis di DKI Jakarta' (2022) 1(2) *Cessie* 84; Djakaria M, 'Perlindungan Hukum Terhadap Keselamatan dan Kesehatan Kerja bagi Pekerja Anak' (2017) 1(1) *Acta Diurnal* 47; Herlina H and others, 'Studi Kasus Penegakan Hukum Pidana Terhadap Pelaku Eksploitasi Anak Secara Ekonomi di Kota Pontianak' (2025) 9(1) *Tanjungpura Law Journal* 60.

2. Method and Framework

The research is normative-empirical (applied) legal research. It studies the written norms and how they are applied in practice, which the source calls law in action. The norms are the Constitution, the Child Protection Act, the Manpower Act as amended by the Job Creation reforms, the International Labour Organization (ILO) Conventions No 138 on minimum age and No 182 on the worst forms of child labour, and the regional regulation. The primary data are four interviews, chosen by purposive sampling because the interviewees have authority over child protection in Jakarta: the head of the sub-group for special child protection at the provincial Office for Women's Empowerment, Child Protection and Population Control (Dinas PPAPP), interviewed on 13 July 2026; an expert on the fulfilment of victims' rights at the Technical Implementation Unit for the Protection of Women and Children (UPT PPA), on 14 July 2026; a commissioner of the Indonesian Child Protection Commission (KPAI), on 4 June 2026; and an officer of the Jakarta Metropolitan Police (Polda Metro Jaya), on 12 May 2026. The interviewees are referred to here by post. Their statements, and the figures the agencies supplied, are the only evidence on practice.

Three theories frame the analysis. The principle of the best interests of the child, in Article 3 of the Convention on the Rights of the Child and Law No 35 of 2014, asks whether the child's interests were the primary consideration, and not only whether a rule exists.[5] Public policy theory, in the formulation of Thomas R. Dye that policy is whatever governments choose to do or not to do, treats the regulation as a policy whose success depends on action as well as text.[6] Soerjono Soekanto's theory of legal effectiveness asks how well five factors support a rule: the law itself, the law enforcers, facilities, the community and culture.[7]

The limits of the evidence should be clear at the start. The four interviewees speak for institutions that protect children, and each describes what the institution does. The labour inspectorate (the provincial manpower office), which is said to supervise formal employment, was not interviewed, nor were non-governmental organisations, employers, children or their families. The statistics are those the agencies supplied and are not checked here against original records. The findings are therefore a picture of the system from the inside of the protection agencies, not a test of whether children are in fact protected.

3. The Legal Framework

Four layers of norms apply. The first is international. The Convention on the Rights of the Child requires states to take legislative, administrative, social and educational measures against economic exploitation, including setting a minimum age for work, rules on conditions of work and effective penalties (Article 32). ILO Convention No 138, ratified by Law No 20 of 1999, sets minimum ages and allows light work only if it does not harm schooling or development. ILO Convention No 182, ratified by Law No 1 of 2000,

[5]Siti Husniyyah Ali and Syarifuddin, 'Prinsip Kepentingan Terbaik bagi Anak Berhadapan dengan Hukum Tindak Pidana Kejahatan Seksual' (2024) 5(3) *Al-Hikmah* 233; Anwar M and Wijaya MR, 'Fungsionalisasi dan Implikasi Asas Kepentingan Terbaik bagi Anak yang Berkonflik dengan Hukum' (2019) 2(2) *Undang* 265.

[6]Dye TR, as cited in Eryani ND, 'Kebijakan Pemerintahan Daerah dalam Pengelolaan Kerusakan Lingkungan Hidup di Kabupaten Sijunjung dan Kabupaten Dharmasraya' (2020) 2(1) *Jurnal Demokrasi dan Politik Lokal* 1.

[7]Soekanto S, *Pengantar Penelitian Hukum* (UI-Press 2010); the five factors are applied in Mohd Yusuf DM and others, 'Faktor-Faktor yang Mempengaruhi Penegakan Hukum dalam Masyarakat' (2025) 5(4) *Jurnal Ilmu Hukum, Humaniora dan Politik* 2866.

MANUSCRIPT IN REVIEW

requires immediate action against the worst forms of child labour: slavery, trafficking, the use of children for prostitution, pornography or illegal activity, and work likely to harm health, safety or morals.[8]

The second layer is the Child Protection Act. Law No 35 of 2014 places responsibility for protection on the state, the government, regional governments, the community, the family and parents, and it provides special protection for children in particular circumstances (Article 1(12) and (15) as cited in the source). Article 76I bans economic and sexual exploitation and Article 88 sets the penalty. The source notes that the law is not applied consistently in practice: children are placed in crowded places, cafés and streets to sell food or small goods, and enforcement is held back by officials' limited understanding of the offence of economic exploitation, which attracts less attention than sexual exploitation.

The third layer is labour law. Law No 13 of 2003 forbids employers to employ children (Article 68). It allows children aged 13 to 15 to do light work that does not harm their development, with written parental consent, a work agreement, a maximum of three hours a day, no work during school time, occupational safety and health protection and lawful wages (Article 69). Children of at least 14 may work as part of approved education or training (Article 70) and children may develop talents and interests under parental supervision for no more than three hours a day (Article 71). Children working with adults must work separately (Article 72), a child found at a workplace is presumed to be working (Article 73), the worst forms of child labour are forbidden (Article 74, with the list in a ministerial decree) and the government must act against children who work outside an employment relationship (Article 75).[9] Two features of this scheme matter below. It regulates employment, so it reaches a child who works for an employer much more easily than one who sells tissues on the street or is made to work by a parent. And its exceptions rest on tests (light work, no harm to schooling or development) that someone must apply in practice.

The fourth layer is the regional regulation. It treats child protection as part of protection from violence. According to the source, Article 1(10) defines violence against children as including economic and social exploitation, neglect and ill-treatment, Articles 2 and 3 base the work on humanity, justice, protection, the best interests of the child and non-discrimination and set the aims of preventing and eliminating violence and exploitation and serving victims, and further articles deal with the province's duties (Article 7), empowerment and awareness (Article 10), prevention by sector, including manpower (Article 11(1)(d)), the establishment of a regional action committee on the worst forms of child labour (Article 17(b) and Article 19), cooperation with government and non-government bodies (Article 20), partnership with business (Article 21) and guidance and supervision (Articles 22 and 23).[10]

4. What the Regional Regulation Leaves Out

The source argues that three features limit the regulation as a tool against economic and labour exploitation. The first is vagueness. Article 1(10) mentions economic exploitation, but nothing in the following articles says what qualifies, what the limits are or what indicators a worker, official or police officer could use. In particular the regulation does not separate a child who helps the family economy in a normal way from a

[8]International Labour Organization, *Review on Legislations, Policies and Programs for the Elimination of Child Labor in Indonesia* (2011).

[9]Ministerial Decree No KEP.235/MEN/2003 on Types of Work that Endanger the Health, Safety or Morals of Children. The Job Creation reforms (Law No 6 of 2023) amended parts of the Manpower Act; the source does not say that these articles changed.

[10]Jakarta Provincial Regulation No 8 of 2011 on the Protection of Women and Children from Violence. The article numbers are those given in the thesis; the text of the regulation has not been checked here.

child who is exploited. A vague norm leaves room for differing interpretations and makes proof and consistent enforcement harder.[11] The police officer interviewed made the same point from the enforcement side: before acting, officers must establish coercion, harm to the child or a breach of the child's rights, because many children work with their own consent or with their parents' consent to help the family.

The second feature is that the regulation has no penalty provisions of its own. The thesis stresses that this is not a gap in the law. Criminal penalties exist in Articles 76I and 88 of the Child Protection Act, and the police apply them; the regulation's role is to organise prevention, services, supervision and coordination in the province. The real weakness is that the regulation does not integrate its own prevention, supervision and handling mechanisms with the national offences in a way that is specific to economic and labour exploitation.

The third feature is that the regulation does not provide, in the source's reading, a mechanism for preventive supervision of businesses or kinds of work that may involve children in exploitative conditions, nor an administrative sanction such as suspension or withdrawal of a business licence for an operator found to employ children exploitatively. The services it sets up work after the child has become a victim: complaint, assessment, counselling, medical examination, accompaniment and shelter. The source concludes that the preventive, curative and repressive limbs of protection need to be balanced, so that protection does not rest on recovery after harm alone.

5. How the Regulation Is Implemented

5.1 Prevention and coordination

The provincial office (Dinas PPAPP) describes its work as prevention and handling. For prevention it has issued implementing instruments (governor's regulations, decisions and instructions) and works with the health office on services and medical examinations (visum), the education office on abuse in schools, the social office on safe houses and the public order agency (Satpol PP) on security. It runs education and outreach online and offline, including through schools and radio, an online consultation service (PUSPA) and community-based integrated child protection (PATBM) with 33 community cadres, and works with non-governmental partners such as Save the Children and Wahana Visi Indonesia.[12] The thesis links these activities to Article 10 of the regulation (awareness and empowerment) and to the cooperation articles.

The head of the sub-group also gave the most important qualification. In the formal sector, she said, supervision by the manpower office means that no working children are found other than approved apprentices. In the informal sector children are still found working as domestic helpers, in spas and in other forms of exploitation.[13] This is where the regulation's lack of a supervision mechanism for informal work becomes visible, and the source reads Articles 11(1)(d), 22 and 23 as requiring more supervision than exists. According to the source, the provincial committee on the worst forms of child labour (Articles 17(b) and 19) had not been formed. A draft implementing regulation was prepared, but it was held up because the

[11]Damayanti PK and Hartono MS, 'Norma Kabur dalam Pengaturan Child Grooming di Indonesia' (2026) 4(3) *Jurnal Ilmu Sosial dan Hukum* 3303, cited by the thesis for the general point about vague norms.

[12]Interview with the head of the sub-group for special child protection, Dinas PPAPP, 13 July 2026.

[13]Interview with the head of the sub-group for special child protection, Dinas PPAPP, 13 July 2026. The statement that there are no child workers in the formal sector is the official's account; the manpower office was not interviewed.

national legal basis for the national action committee had been withdrawn by Presidential Regulation No 176 of 2014.[14]

5.2 Handling victims

Cases are handled by the UPT PPA, a technical unit under the provincial office with psychologists, advocates, a victims'-rights expert, social workers, counsellors and paralegals, working around the clock and free of charge. Complaints come through hotlines, complaint posts in 44 sub-districts, posts in public facilities and universities, the Jakarta emergency number 112 and the unit's office. After a complaint the unit makes an assessment of the chronology, the child's physical and psychological condition and the legal aspects, and the child receives services according to need: counselling, legal assistance from the start of police reporting to trial, health referral and medical examination, and a temporary shelter if the child has no safe home. The best interests of the child are named as the guiding principle.[15]

The expert gave a picture of the cases. In 2026 the economic exploitation cases handled most often overlapped with human trafficking and sexual exploitation. Children were also found forced to work by parents, made to model for the family's income, working in cafés or busking. The exploiter is often someone close to the child, including family members and partners, and the unit assesses family conditions, parenting, social conditions and the influence of social media as well as the harm itself.[16] The KPAI commissioner reported 16 complaints of children as victims of economic exploitation and 5 of children as child workers in 2025, a total of 21, and named cases such as a child exploited through sexual services in South Jakarta, a child employed as a spa therapist, children made to busk by their parents and children selling tissues in Blok M.[17]

5.3 Enforcement and coordination

The police see the regulation and the criminal law as dividing the work. The province protects, assists and rehabilitates; the police act when a crime is suspected, on the basis of the Criminal Code and the Child Protection Act. When a case goes to investigation the child is accompanied by a parent, a lawyer and a UPT PPA assistant, who also gives psychological support.[18] Preventive work by the police consists of legal education, outreach to the public and patrols in places where exploitation is likely.

Institution	Role in practice	Main limit reported
Dinas PPAPP (provincial child protection office)	Policy and implementing instruments; prevention and outreach; coordination with other offices and partners	Cooperation not always in written agreements; informal sector hard to supervise; budget limits

[14]Presidential Regulation No 176 of 2014 as cited by the thesis through a provincial bureau's review of the draft governor's regulation (Biro Organisasi dan Reformasi Birokrasi, 2025); the article has not seen the regulation or the review.

[15]Interview with the expert on the fulfilment of victims' rights, UPT PPA, 14 July 2026.

[16]Interview with the expert on the fulfilment of victims' rights, UPT PPA, 14 July 2026.

[17]Interview with a KPAI commissioner, 4 June 2026, and KPAI complaint data for 2025 as tabulated in the thesis. The commissioner stressed that the complaints reflect only what is reported.

[18]Interview with an officer of the Jakarta Metropolitan Police, 12 May 2026.

MANUSCRIPT IN REVIEW

Institution	Role in practice	Main limit reported
UPT PPA (technical unit)	Complaints, assessment, counselling, legal help, health referral, shelter	Access to safe houses; no skills-training service for child victims who lost schooling
KPAI	Monitoring, complaints, recommendations; took part in discussion of the worst-forms-of-child-labour policy	Data show only reported cases; the regulation is too general for economic exploitation
Police (Polda Metro Jaya)	Investigation and prosecution of exploitation offences; accompaniment of child victims with UPT PPA	Proving coercion or harm where the child works with consent or to help the family

Table 1. Institutions and their reported roles and limits in implementing the regulation. Source: interviews as reported in the thesis; table prepared for this article.

The agencies also supplied data on the people they serve. Table 2 shows the number of victims of violence handled by the UPT PPA each year, and how many reported to the police. The figures cover all victims of violence against women and children and not only children exploited economically, so they show the scale of the service and the pattern of reporting, but not the extent of exploitation.

Year	Victims handled	Reported to the police	Share reported
2019	1,179	487	41%
2020	947	508	54%
2021	1,313	697	53%
2022	1,455	787	54%
2023	1,682	980	58%
2024	2,041	985	48%
2025	2,269	940	41%
2026 (to 13 July)	1,300	347	27%

Table 2. Victims of violence handled by the UPT PPA of Jakarta, 2019 to 13 July 2026, and those reported to the police. Source: figures from the UPT PPA (updated 13 July 2026), read from the charts in the thesis; the share reported is calculated for this article.

Two features stand out. The caseload has risen every year since 2020, and in 2026 children were about half of the clients (664 of 1,299 whose category is given). And the share of victims who reported to the police fell from 58 per cent in 2023 to 41 per cent in 2025 and to 27 per cent in the first half of 2026, which is consistent with the interviewees' concern about unreported cases. The thesis does not explain the fall and the figures for 2026 cover only part of the year, so the trend is worth watching and not yet a finding.

MANUSCRIPT IN REVIEW

6. Assessment: Five Factors of Effectiveness

Applying Soekanto's five factors, the source reaches a mixed assessment. Table 3 summarises it.

Factor	Supports implementation	Weakens implementation
Law	The regulation and its implementing instruments give a base for prevention, services and coordination; national law supplies penalties	Vague definition of economic exploitation; no preventive supervision or administrative sanction; no specific penalty or process for exploitation
Law enforcers	Institutions with clear mandates: Dinas PPAPP, UPT PPA, KPAI, police	Limited understanding of economic exploitation among enforcers; unclear division of authority; officers without special child-justice training
Facilities	44 complaint posts, 24-hour service, case-management system, free health services, shelter	Access to safe houses; no service to give skills to child victims who lost schooling
Community	Education and outreach; community cadres (PATBM)	Little knowledge of the law; unreported cases; family members as exploiters
Culture	Not described as a supporting factor	Child work seen as normal, as help to the family or as a way to learn independence

Table 3. The five factors of legal effectiveness applied to the regulation. Source: the thesis, as synthesised by the author of this article.

The thesis's best-interests analysis follows the same lines. The services answer the needs of the child who has become a victim, and the UPT PPA's assessment of family, parenting and social media shows that it looks at causes and not only at harm. But the prevention that would keep a child from becoming a victim is thin where the regulation is least specific, in informal work and in the family.

7. Obstacles and Responses

The thesis groups the obstacles in four kinds, with responses that the agencies reported (Table 4).

Obstacle	What interviewees said	Response
Regulation	The regulation is general; no specific rules on economic and labour exploitation; the worst-forms committee not formed	Revision of the regulation under way since 2025, with a separate child-friendly city regulation planned; harmonisation with Law No 35 of 2014 and Law No 13 of 2003

MANUSCRIPT IN REVIEW

Obstacle	What interviewees said	Response
Enforcement	Proof of coercion or harm; child works with consent; cases not reported; officers' limited focus on economic exploitation	Assessment before action; assisted reporting with UPT PPA; legal outreach and patrols
Coordination	Cooperation partly informal, not always in written agreements; different procedures; reliance on external partners and limited budget	Joint guidelines between agencies; written cooperation; stronger information exchange
Social and economic	Family poverty; pressure from parents or partners; children in street economy; low education	Education and outreach to families, schools and children's forums; family assessment and recovery services

Table 4. Obstacles and responses in implementing the regulation. Source: interviews as reported in the thesis; table prepared for this article.

The preventive responses include education of the public and in schools and children's forums, cooperation with other offices, the civil society partners and universities, and legal education and patrols by the police. The repressive response is criminal enforcement under national law, with punishment, fines and restitution to the victim, and, where the exploiter is a parent, the possibility of a court order ending parental authority. Rehabilitation consists of assessment, psychological help, legal help, social support, health care and shelter. The source adds that research on child workers finds exploitation more likely where children work more than 40 hours a week or in the informal sector, and where parents are poorly educated or the family is not intact, so that legal responses alone will not be enough.[19]

8. Discussion

The findings can be read against the three theories. On the best interests of the child the picture is divided: services for victims are sound on paper and in the interviewees' account, while the protection that matters most, which is prevention for children not yet identified, is least developed. On public policy theory, the regulation is a policy that is present but acted on unevenly. The province has done what the text gives it power to do, but the choice not to act, which Dye counts as policy too, may be seen in the informal sector and in the committee that was never formed. On legal effectiveness, the law factor and the community and culture factors are the weakest, the enforcement and facilities factors are in better shape.

Three points deserve more attention than the thesis gives them. First, much of the evidence is general to violence against women and children and does not isolate economic exploitation. The caseload and reporting figures in Table 2 cover all victims, and the thesis offers no count of economic exploitation cases in the province, apart from the 21 KPAI complaints in 2025. A study that wants to judge the regulation as a tool against this particular harm needs case-level data from the UPT PPA, the police and the courts, with the type of exploitation, the sector, the relationship of the exploiter and the outcome.

[19]Anwar AR and Restikasari W, 'Faktor yang Mempengaruhi Eksploitasi Pendapatan pada Pekerja Anak di Indonesia' (2025) 5(3) *Independent: Journal of Economics* 101. The source does not say whether these findings hold for Jakarta.

Second, the definition problem is central and the thesis's analysis suggests how it might be addressed. The difficulty officers describe, telling a child who helps the family from an exploited child, is the same as the line drawn by Law No 13 of 2003 between permitted light work and forbidden employment, and it can be given indicators drawn from that law and from ILO Conventions No 138 and No 182: age, hours, risk to health or schooling, absence of payment, coercion, and the relationship of the person who benefits. A revised regulation can state these indicators and then link them to inspection by regional manpower and social officials and to administrative sanctions for businesses, which are the tools that a province has even if it cannot create criminal offences. The statement that the formal sector is free of child workers rests on one official's account and has not been tested.

Third, because most of the exploitation that interviewees describe happens in families and informal work, the province's tools that depend on employers may never reach it. For these cases the regulation's other strengths, the 44 complaint posts, the community cadres, the schools and the family assessment, would have to carry the work of prevention. They depend on people knowing the law and trusting the services, which is where the thesis finds the community factor weakest. The fall in the share of victims reporting to the police is consistent with this, but it may also reflect a growing use of the UPT PPA as a place to receive help without police involvement. The data cannot say which, and the question is worth studying directly.

9. Conclusion

Jakarta's Provincial Regulation No 8 of 2011 supports a working system for children who have become victims of economic and labour exploitation: complaint channels, assessment, legal and psychological help, health care and shelter, with the police and the child protection commission playing their own parts. It is less able to prevent the harm. It does not define economic exploitation, gives the province no tool of its own for supervising informal work or sanctioning employers, and leaves coordination between agencies partly informal. The main obstacles are the vagueness of the norm, difficulty proving coercion and harm, unreported cases, uneven coordination and family and economic pressure.

The author's recommendations follow. The revised regulation should define economic and labour exploitation with clear indicators, set out preventive supervision and administrative sanctions and settle the question of the regional committee on the worst forms of child labour. The province and the agencies should strengthen coordination through written agreements and common procedures, improve access to safe houses and to services that help child victims to return to school or learn skills, and involve communities, schools and families in prevention and reporting. The study rests on four interviews and on figures supplied by the agencies. It leaves out the labour inspectorate, employers, non-governmental organisations, children and families, and it does not measure how often children are exploited, so later research should add those perspectives and case-level data.

References

Anwar AR and Restikasari W, 'Faktor yang Mempengaruhi Eksploitasi Pendapatan pada Pekerja Anak di Indonesia' (2025) 5(3) *Independent: Journal of Economics* 101.

Anwar M and Wijaya MR, 'Fungsionalisasi dan Implikasi Asas Kepentingan Terbaik bagi Anak yang Berkonflik dengan Hukum' (2019) 2(2) *Undang* 265.

Cang Y and others, 'Penegakkan Hukum tentang Eksploitasi Anak Menjadi Pengemis di DKI Jakarta' (2022) 1(2) *Cessie* 84.

MANUSCRIPT IN REVIEW

Damayanti PK and Hartono MS, 'Norma Kabur dalam Pengaturan Child Grooming di Indonesia' (2026) 4(3) *Jurnal Ilmu Sosial dan Hukum* 3303.

Djakaria M, 'Perlindungan Hukum Terhadap Keselamatan dan Kesehatan Kerja bagi Pekerja Anak' (2017) 1(1) *Acta Diurnal* 47.

Eryani ND, 'Kebijakan Pemerintahan Daerah dalam Pengelolaan Kerusakan Lingkungan Hidup di Kabupaten Sijunjung dan Kabupaten Dharmasraya' (2020) 2(1) *Jurnal Demokrasi dan Politik Lokal* 1.

Herlina H and others, 'Studi Kasus Penegakan Hukum Pidana Terhadap Pelaku Eksploitasi Anak Secara Ekonomi di Kota Pontianak' (2025) 9(1) *Tanjungpura Law Journal* 60.

International Labour Organization, *Review on Legislations, Policies and Programs for the Elimination of Child Labor in Indonesia* (2011).

Jakarta Provincial Regulation No 8 of 2011 on the Protection of Women and Children from Violence.

Law No 1 of 2000 on the Ratification of ILO Convention No 182 concerning the Prohibition and Immediate Action for the Elimination of the Worst Forms of Child Labour.

Law No 13 of 2003 on Manpower, as amended by Law No 6 of 2023 on the Enactment of Government Regulation in Lieu of Law No 2 of 2022 on Job Creation.

Law No 20 of 1999 on the Ratification of ILO Convention No 138 concerning Minimum Age for Admission to Employment.

Law No 35 of 2014 amending Law No 23 of 2002 on Child Protection.

Maharani NPD, Ujianti NMP and Budiartha INP, 'Perlindungan Hukum Terhadap Anak Korban Eksploitasi Ekonomi' (2026) 5(1) *RIGGS* 7130.

Ministerial Decree No KEP.235/MEN/2003 on Types of Work that Endanger the Health, Safety or Morals of Children.

Mohd Yusuf DM and others, 'Faktor-Faktor yang Mempengaruhi Penegakan Hukum dalam Masyarakat' (2025) 5(4) *Jurnal Ilmu Hukum, Humaniora dan Politik* 2866.

Nainggolan A and Rahmayanti R, 'Implementasi Undang-Undang Perlindungan Anak dalam Penanganan Eksploitasi terhadap Anak Jalanan' (2025) 4(2) *Jurnal Riset Rumpun Ilmu Sosial, Politik dan Humaniora* 709.

Nurdianti I, 'Perlindungan Hukum Terhadap Anak Jalanan Korban Eksploitasi Ekonomi di Kota Bandung dalam Pemenuhan Hak-Hak Anak' (2024) 7 *Pemuliaan* 48.

Presidential Decree No 36 of 1990 on the Ratification of the Convention on the Rights of the Child.

Presidential Regulation No 176 of 2014, as cited in the thesis.

Siti Husniyyah Ali and Syarifuddin, 'Prinsip Kepentingan Terbaik bagi Anak Berhadapan dengan Hukum Tindak Pidana Kejahatan Seksual' (2024) 5(3) *Al-Hikmah* 233.

Soekanto S, *Pengantar Penelitian Hukum* (UI-Press 2010).

Windi Juwita Sari, 'Bahaya Eksploitasi terhadap Masa Depan Anak' (2024) 2(4) *Guruku* 121.

MANUSCRIPT IN REVIEW